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REPORT ON THE PROPOSED UNFPA INTERCOUNTRY PROGRAMME, 1992-1995

Report of the Executive Director

Summary

In presenting this report to the Governing Council, the Executive Director proposes to extend the UNFPA intercountry programme for another four years, covering the period 1992-1995. This report provides a brief overview of the current intercountry programme (1988-1991), highlighting the programme's achievements as well as its shortcomings, and presents the proposals for the intercountry programme for 1992-1995, including a short section on each of the components of the programme. It concludes with the financial implications of the proposed programme. This report is accompanied by five short support papers (DP/1991/29/Add.1) which give details of the proposed interregional programme as well as of each of the four proposed regional programmes. This report, which contains a recommendation by the Executive Director, should be read in conjunction with document DP/1991/35.

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INTRODUCTION

1. In presenting this report to the Governing Council, the Executive Director proposes to extend the intercountry programme of the United Nations Population Fund (UNFPA) for another four years, covering the period 1992-1995. An in-depth analysis of the past eight years of the Fund's intercountry programme reaffirms the importance of the programme as an integral part of the Fund's efforts to meet the critical needs of developing countries in the priority areas of UNFPA's mandate. That mandate, as delineated by the Economic and Social Council (ECOSOC) in resolution 1763 (LIV) of 1973 and reaffirmed in ECOSOC resolution 1986/7 of 1986, states as the aims and purposes of UNFPA, inter alia, "to build, on an international basis, . . . the knowledge and the capacity to respond to national, regional, interregional and global needs in the population and family planning fields" and "to promote awareness, both in developed and developing countries, of the social, economic and environmental implications of national and international population problems" (para. 1).

2. UNFPA support to the intercountry programme, which is composed of the interregional programme and four regional programmes, is based on the premise that certain activities can be conducted most efficiently and cost-effectively at the interregional and regional levels. Such activities generally involve training and research at a fairly sophisticated level, as well as awareness creation among policy makers and opinion leaders. The primary aim of the programme is to complement and strengthen country-level activities. The primary focus is to meet the continuing need of developing countries to keep up with the latest technical and methodological developments in population and related fields and to provide these countries with the technical expertise required to carry out population activities at the country level.

3. The intercountry programme provides a unique, cost-effective vehicle for pooling resources, both human and institutional, at the regional and interregional levels to support important activities at the country level (e.g., research and training in maternal and child health and family planning (MCH/FP) and in closely associated information, education and communication activities (IEC)) as well as to address related issues of global relevance such as safe motherhood, reproductive health, population policy formulation, and the status and role of women in society and in development. In this way, the intercountry programme disseminates information on programme implementation and experience in different countries and regions and systematically provides those responsible for activities at the country level with the latest scientific and operational problem-solving techniques pertinent to different programme sectors.

4. This report is presented in three sections. The first provides a brief overview of the current intercountry programme (1988-1991), highlighting the programme's achievements as well as its shortcomings. For the sake of convenience, this section focuses on the primary areas of UNFPA's overall programme: MCH/FP, IEC, basic data collection and analysis, population research and policy development, and special programmes, including those dealing with women's issues and with youth and ageing. The second section presents the proposals for the intercountry programme for 1992-1995, including a short section on each of the components of the programme: the interregional programme and the regional programmes for sub-Saharan Africa, the Arab States and Europe, Asia and the Pacific, and Latin America and the Caribbean. The third section presents the financial implications of the proposed programme. This report is accompanied by five short support papers (DP/1991/29/Add.1) which give details of the proposed interregional programme as well as of each of the four proposed regional programmes.

I. OVERVIEW OF THE INTERCOUNTRY PROGRAMME (1988-1991)

5. In accordance with Governing Council decision 87/30 I, paragraph 18, the Executive Director presented for the approval of the Council at its thirty-fifth session, the UNFPA intercountry programme for the period 1988-1991 in the amount of $185.2 million. The Council (vide decision 88/34 C, paras. 2 and 3, and 88/36, paras. 12, 13, 16, 17, 18 and 19) approved the intercountry programme in the amount of $182.2 million for 1988-1991: a total of $95.1 million for the four regional programmes and $87.1 million for the interregional programme. The programme provided assistance in all substantive programme areas of UNFPA (see para. 4 above) and included such major activities as research and development on contraceptives; development of safe motherhood initiatives; production and dissemination of manuals and teaching materials on population education and of periodicals and special publications on population; research on and development of methodologies aimed at integrating population

factors into development planning; research on the impact of environmental concerns on population issues and vice versa; research on the demographic impact of AIDS; support for the Fund's Global Programme of Training in Population and Development and for regional training institutes; and research and training on enhancing information systems on women's issues.

6. It is important to note that projected expenditures of the current intercountry programme exceed the amount approved by the Governing Council by $16.4 million -- by approximately $7 million in the case of the interregional programme and by a total of $9.4 million in the case of the regional programmes. The overexpenditure in the interregional programme is primarily due to unanticipated or increased costs for the following activities:

(a) An additional $3.8 million for the Global Programme of Training in Population and Development, which was used: to incorporate into the Global Programme a short-term training programme based at Moscow State University; to establish a new Spanish-language programme in Santiago, Chile; and to cover increased costs for the programmes in Belgium and the Netherlands and for the Office of the International Coordinator caused by unfavourable exchange rates;

(b) Additional costs of approximately $2.5 million to accommodate statutory increases mandated by the United Nations in the salaries and benefits of technical experts and to offset losses in this regard due to unfavourable exchange rates;

(c) An amount of $922,000 to organize and hold the highly successful International Forum on Population in the Twenty-first Century, held in Amsterdam, the Netherlands, in November 1989.

7. The main reason for the overexpenditures in the regional programmes is the increased costs resulting from increases in salaries and benefits of staff of executing agencies and from unfavourable exchange rates. Other reasons include the increased demand for programmes supporting the development of national skills in all sectors and the critical need for technical backstopping of country programmes in Africa; the initiation of the Pan-Arab Project for Child and Maternal Development (PAPCHILD) in the Arab States; and the $2 million expenditure in the Latin America and Caribbean region for activities in the English-speaking Caribbean subregion. These subregional activities were actually country-level activities. However, because of the small size of the countries, it was more cost-effective to approach them on a regional basis.

8. Approximately four fifths of the intercountry programme was executed by organizations and agencies within the United Nations system, including the United Nations regional commissions. The remaining portion was carried out by non-governmental organizations (NGOs). The various substantive programme areas are presented below.

A. Family planning

9. The UNFPA intercountry programme has had perhaps its greatest impact in contraceptive research. During the four-year period 1988-1991, UNFPA allocated approximately $61.3 million for MCH/FP activities undertaken at the regional and interregional levels. Some $20 million, or 32.6 per cent of total allocations to the sector, went to contraceptive research. The bulk of this research was conducted under the auspices of the WHO Special Programme of Research, Development and Research Training in Human Reproduction (WHO/HRP) and through such interregional NGOs as the International Committee for Contraceptive Research (ICCR), the Program for Appropriate Technology in Health/Program for the Introduction and Adaptation of Contraceptive Technology (PATH/PIACT) and The Population Council.

10. The Fund supported research on "second generation" contraceptive implants, focusing on the use of new steroids that could provide effective protection for up to five years from a single implant. UNFPA-supported research also continued to focus on improving the design of the vaginal ring, testing new steroids, refining levonorgestrel-releasing intra-uterine devices (IUDs) and developing male contraceptives. In view of the spread of the acquired immune deficiency syndrome (AIDS) and other sexually transmitted diseases (STDs), UNFPA continued to support research aimed at improving the effectiveness of barrier methods of contraception, notably condoms, as

well as socio-cultural research aimed at gaining a better understanding of reproductive behaviour in different social and cultural settings.

11. A recent external evaluation of HRP found that the special programme has had a major impact on the development of new and innovative methods to regulate fertility. It also observed that the unique role played by HRP in coordinating research efforts on a global scale could not be carried out nationally. Indeed, one of HRP's important achievements has been to strengthen the capacity of institutions in developing countries to participate in research and development efforts by drawing them into a world-wide network of centres that collaborate in the work of the various task forces of the HRP. The evaluation, however, recommended that in the context of its role in reproductive health research, HRP should give greater attention to social-science research and should also make a concerted effort to involve women in all aspects of its activities.

12. UNFPA support to The Population Council for research on the development and introduction of NORPLANT subdermal contraceptive implants has been extremely successful. Such support, begun in 1985 and continuing throughout the 1988-1991 period, has led to the development of an effective, long-lasting, reversible contraceptive that provides protection for five years. A large number of developing and developed countries, including the United States, have given regulatory approval to this new contraceptive. As a result, NORPLANT is used by thousands of women in Bangladesh, Chile, China, Indonesia, Malaysia, Peru, Rwanda, Sri Lanka and Zaire. Moreover, activities to introduce NORPLANT have just begun in Bolivia, Madagascar, the United Republic of Tanzania and Zimbabwe. Such activities have been accompanied by comprehensive managerial and technical guidelines. Detailed manuals for clinicians and the Guide for Effective Counselling about NORPLANT have also been made available to assist developing countries in expanding the use of NORPLANT if they so desire. It is expected that in the near future, NORPLANT will play an important role in family planning programmes throughout the world. Problems experienced with this project relate mainly to the multi-layered process required to produce and distribute the contraceptive and the attendant need to deal with many collaborators both internationally and nationally. Communications with, and approvals from, so many different authorities have sometimes caused unavoidable delays. However, the process has heightened awareness about the NORPLANT method.

13. During the programme period, UNFPA made extensive use of the research expertise of PATH/PIACT to assist developing countries in assessing options for introducing new contraceptive technologies, in developing adequate testing and quality assurance systems, and in selected cases, in developing the capacity to produce contraceptives locally. PATH/PIACT has already provided assistance to a number of developing countries including Algeria, Bangladesh, China, Cuba, India, Morocco, Pakistan, Turkey, Viet Nam and Zimbabwe.

14. UNFPA, in collaboration with other agencies, recently completed a year-long study on contraceptive requirements in the 1990s. The study examined how much it would cost to meet these requirements, reviewed countries' capacity to produce contraceptives locally and analysed the distribution of contraceptives through the commercial sector and through social marketing and community-based systems. The study found that the annual cost of contraceptives to meet projected needs in the developing countries would have to rise from $399 million in 1990 to $627 million in the year 2000. The study is to be followed by assessments and feasibility studies in specific countries. A consultative group made up of selected donors interested in contraceptive commodity support is expected to coordinate the monitoring of future trends in contraceptive requirements and the setting up of a donor mechanism to meet them. (A report on the study is being submitted to the Governing Council at this session in document DP/1991/34.)

15. The intercountry programme has also been very successful in supporting other areas of research, including that aimed at improving MCH/FP services in order to reduce maternal mortality and morbidity and at gaining a better understanding of adolescent reproductive health. UNFPA also supported operational research aimed at improving the monitoring of MCH/FP information and logistics systems as well as the supervision and evaluation of MCH/FP services.

16. A major undertaking funded through the intercountry programme is a project to monitor and analyse national family planning programmes. The primary objective of the project, which is being implemented by The Population Council in close collaboration with UNFPA, is to establish a comprehensive information system on family

planning programmes that will provide easy and widespread access to data on programme inputs and performance and facilitate cross-country comparative assessment. Information on 103 developing countries has been computerized and used to devise 30 indices to measure the strength of family planning programmes in the developing world.

17. UNFPA support to various activities in the MCH/FP sector at the regional level has also yielded notable results. For example, two major research activities on MCH/FP management information and logistics systems and on the production and delivery of IEC materials related to family planning programmes were conducted in sub-Saharan Africa. The results highlighted the generally poor quality and coverage of management information systems as well as the lack of national expertise and information exchange mechanisms in the pertinent sectors. In the Arab States region, a project undertaken by Al-Azhar University in Cairo, Egypt, resulted in a publication entitled "The Legacy of Family Planning in Islam", which in turn spurred religious debate about the role of religion in family planning. Such activities have helped to soften the resistance of religious leaders to family planning in the region. More and more religious leaders are supporting the use of contraceptives for purposes of child spacing and better health for mothers and children. In Latin America and the Caribbean, regional assistance has helped promote the acceptance of family planning as an essential component of primary health care and the understanding that women's health cannot be completely safeguarded without proper counselling and the provision of services that permit more effective child spacing. Research areas have included such problem issues as adolescent reproductive health, sex education and maternal mortality.

18. Another area receiving considerable attention in the intercountry programme has been training in various aspects of family planning programmes. The expertise and methodologies developed at the interregional level are often used in local training workshops held for nationals working in country programmes. For example, UNFPA-funded WHO staff specializing in maternal health and in adolescent reproductive health have participated in both regional and country training workshops. During the last two years, special workshops were organized through the adolescent reproductive health project in six anglophone African countries (Kenya, Malawi, Uganda, United Republic of Tanzania, Zambia and Zimbabwe) and five francophone countries (Benin, Burkina Faso, Cote d'Ivoire, Senegal and Togo).

19. In view of the fact that in many sub-Saharan African countries family planning and child-spacing programmes often encounter operational and managerial problems that limit their effectiveness, support provided through the intercountry programme was used to intensify training of health personnel in programme management, in clinical and outreach activities and in dissemination of information on child spacing. The Mauritius-based regional training health centre, other subregional health training centres and WHO participated in this effort. Most of the training activities conducted in other regions focused on various aspects of MCH/FP techniques and methodologies for the benefit of staff at all levels. The focus of these efforts has been to train trainers and to develop methodologies and guidelines so that the knowledge gained could be adapted to different socio-cultural settings. Most of these activities were planned and conducted in close collaboration with WHO and implemented by NGOs, such as the International Planned Parenthood Federation (IPPF), the Japanese Organization for International Cooperation in Family Planning, Inc. (JOICFP), the Centre for Development and Population Activities (CEDPA) and the Margaret Sanger Center.

20. In considering MCH/FP-related activities under the intercountry programme, special mention should be made of the Safe Motherhood Initiative. The 1987 International Safe Motherhood Conference, held in Nairobi, Kenya, and co-sponsored by UNFPA through the interregional programme, generated considerable global concern about the tragedy of maternal mortality and motivated policy makers and health workers from governmental and non-governmental organizations to resolve to tackle the problem. A series of follow-up workshops and planning exercises were organized at the national and regional levels to raise domestic awareness of the issue and to initiate actions to reduce the risks associated with child bearing. These workshops were attended by high-level delegations representing Governments, parliamentarians, NGOs, journalists and United Nations agencies.

21. While family planning programmes have increased considerably both in numbers and sophistication, and the world-wide use of contraceptives has escalated rapidly, there still remains a widely varying range of acceptance between and within countries and regions. Among the constraints identified that can be effectively addressed through the Fund's intercountry programme are insufficient number of trained staff, scarce information on methods,

misperceptions about side effects and questions about safety issues, and inadequate supply and choice of contraceptives.

B. Information, education and communication

22. IEC activities carried out during the 1988-1991 intercountry programme have been varied, ranging from the development of materials to facilitate training in various countries to an analysis of the different approaches to IEC with a view to enhancing collaborative efforts among organizations working at the country level. Regional programmes have proved to be extremely effective vehicles for providing guidance on integrating population education contents into the curricula of primary and secondary schools and into programmes for teacher training. They have been particularly useful in producing technical guides to assist teachers in the presentation of population subjects.

23. Two particularly noteworthy activities in the area of IEC that were completed during the current intercountry programme are: (a) a UNESCO project to produce kits aimed at improving the training skills of national staff engaged in population education activities at the country level; and (b) an FAO project to introduce population contents in rural youth programmes in selected countries. Three other activities, while not entirely successful, are also worthy of mention: (a) a UNESCO communications project aimed at clarifying conceptual differences in the approaches of different organizations towards communication in field projects (with a view to facilitating collaboration); (b) a joint family life education project at the country level involving numerous NGOs and United Nations agencies aimed at launching youth-to-youth communication activities in family planning; and (c) FAO's experimental project on integration of population education into the agricultural extension services, which explored the best ways to introduce population contents into national agricultural extension programmes.

24. At the regional level, most of the funds made available through the intercountry programme have been used to provide much-needed advisory services. In the Latin America and Caribbean region, such assistance has been used to help produce teaching guides and other educational materials designed to increase the active participation of school children of different age groups in population education programmes. These guides have also served as resources in other regions. In Africa, the most important achievement was the completion of an extensive study of the status of IEC activities in a sub-regional area composed of 12 countries. The results are already being used to orient the new regional programme. In the Arab States, IEC activities have been focused on developing information and education materials and on shifting from a largely mass-media-oriented approach to one that includes person-to-person communications. In Asia and the Pacific, UNESCO executed a population education project to help strengthen national capabilities in the area of population education through development of prototype materials and the establishment of a regional information network.

25. The UNFPA intercountry programme also paid considerable attention to information and education activities aimed at AIDS prevention as well as to the institutionalization of population education in formal education systems. All such activities took women's concerns into account and emphasized personal needs and interests of target audiences. The regional programme in Asia intensified efforts to develop national IEC strategies and to strengthen communication aspects of health delivery systems. This will be a major focus of the new programme in Asia and the Pacific as well as in other regions.

Publications

26. Publication activities have been an integral part of the intercountry IEC programme since its inception. Publications providing basic information on global population issues and on general population patterns and trends, as well as specialized publications focusing on specific topics of global interests (e.g. the Annual Review of Population Law), are most appropriately financed under the interregional programme. Those dealing with regional or national issues are best funded from those programmes. The State of World Population report and the Inventory of Population Projects in Developing Countries Around the World are two good examples of UNFPA publications that have helped to promote awareness of and disseminate information worldwide on population and related issues. Indeed, in recent years, the annual State of World Population report, which is produced in more than 20 languages, has received increasing coverage by the media in developed and developing countries alike and has been widely used

at the country level to generate interest in population activities. The Population Information Network (POPIN) project, undertaken jointly by UNFPA and the United Nations Population Division, is another example of a highly successful intercountry activity that has helped to disseminate information on population issues at the interregional, regional and country levels. UNFPA also supports the production and dissemination of reports, guidelines, newsletters and other information materials to increasingly larger audiences in developing countries through regional and interregional projects with WHO, ILO, FAO and UNESCO and selected NGOs.

27. The importance of the role of publications in promoting awareness and disseminating information cannot be underestimated. In fact, it is clear that the priority that countries and regions attach to population issues will continue to depend on the quality and reliability of the information they have at their disposal. Critical activities in this regard include, among others, the effective promotion of awareness, the continual exchange of experiences and the wide dissemination of research findings for use in operational programmes as well as in development planning.

C. Population data collection

28. During 1988-1991, the UNFPA intercountry programme supported a wide range of research and training projects focusing on the collection of data and the conduct of surveys. The majority of these activities were undertaken in close collaboration with the United Nations Statistical Office, the Population Division and the various United Nations regional commissions. To help increase the utilization of available data, UNFPA provided support to such NGOs as the International Statistical Institute (ISI), for the distribution of data sets and training in their use, and to the International Institute for Vital Registration and Statistics, for activities designed to improve civil registration and vital statistics.

29. The intercountry programme has supported a considerable amount of work at the national and interregional levels to help develop statistics and indicators relating to the situation of women. The United Nations Statistical Office, in collaboration with the United Nations Department of Technical Co-operation for Development (DTCD) and with financial support from UNFPA, has developed a database called Women's Indicators and Statistics Data Base for Microcomputers (WISTAT). This database is increasingly recognized as the standard resource for international statistics on women. It has been used in the preparation of a wall chart and several publications, including a new type of statistical report, The World's Women, 1970-1990, which presents statistics and analyses on women's conditions that can easily be understood and used by policy makers, planners and women's organizations. To facilitate further use of the database, The Handbook for the Preparation of National Statistical Data Bases on Women was published in 1990.

30. UNFPA regional programmes also made significant progress in the area of data collection. In the Arab States region, for example, PAPCHILD, co-funded by Arab Gulf Development Fund (AGFUND), the League of Arab States, UNICEF, WHO and UNFPA, produced a state-of-the-art conceptual, empirical and analytical framework for collecting, analysing, disseminating and utilizing information on social, economic, demographic and health issues. The regional programmes in Asia and the Pacific and in Latin America and the Caribbean focused on developing computer-based methodologies and programmes to collect and process data and on training in the use of such methodologies and programmes. Both programmes also stressed training in census-related activities in order to strengthen national capacities to collect and analyse data. The regional programme in Africa, primarily through the Inter-Census Training Programme at the Institut de Formation et de Recherche Démographique (IFORD) and the Regional Institute for Population Studies (RIPS), helped to train numerous people in the region in various aspects of census organization and data analysis. Owing to the magnitude of the need for trained staff in the region, however, training in data collection and analysis remains a priority area for assistance.

D. Population research, training and policy development

31. Intercountry programme activities in the area of research and policy development have focused on enhancing the understanding of population as an integral component of the development process and on developing the practical know-how for integrating population factors into policy formulation and development planning. This has

been done primarily through training in demography and in population and development as well as through the conduct of essential research and the development of methodologies to facilitate the use of demographic data in development planning. The overall aim of the activities in this area is to help clarify complex issues and to apply the knowledge and understanding so gained to help solve specific problems at the country level.

32. Interregional activities have concentrated on four areas: awarding fellowships for graduate-level study in the population field; organizing workshops and seminars to give policy makers and technicians the opportunity to exchange ideas and experiences in different but related substantive sectors; training in integrating population factors into the development process; and carrying out essential research on complex issues and applying the knowledge gained to develop appropriate approaches and methodologies to address programmatic needs at the country level. A prime example of this last type of activity is the CAPPA (Computer-Assisted Agricultural and Population Planning Assistance) model developed initially by FAO as part of an interregional project. The model has been used with considerable success in Tunisia and the Dominican Republic, among others, to help staff in agricultural ministries understand and plan for the interaction between population trends and agricultural factors. Another notable example is the analytical framework devised by the ILO to study the implications of demographic trends for the creation of employment and the provision of social services in rapidly growing urban centres. Other important policy and operations research conducted under the interregional programme, much of it carried out by the United Nations Population Division, covers such areas as women, migration, urbanization, and population and development.

33. The intercountry programme, at both the interregional and regional levels, has paid special attention to training in integrating population factors into the development process. Such training has been provided through various means, including short- and long-term academic courses as well as short-term seminars and workshops. Of these activities the most important is the Global Programme of Training in Population and Development. An independent evaluation of the Programme conducted in 1990 found that it had achieved its immediate objective of providing quality training to mid-career personnel from developing countries. The evaluation concluded, however, that the number of people trained had been insufficient to respond adequately to the needs of developing countries. It therefore recommended, among other things, increasing the number of fellowships to the Global Programme.

34. Training in population and development conducted through the intercountry programme is also notable for the considerable interaction it has generated between the interregional, regional and national levels. The interregional programme, while directly training only a limited number of staff, has strengthened the training programmes at the regional and country level through the development of training methodologies and training materials and guidelines. Moreover, regional, national and even local training programmes often draw on the expertise available at the interregional level, particularly that of the Global Programme. For example, there is considerable interaction between the regional training programme at the International Institute for Population Studies in Bombay and the Global Programme in Trivandrum. Similarly, the regional training institutes in Africa -- e.g., IFORD in Cameroon and RIPS in Ghana -- have maintained close contacts with the various institutes of the Global Programme. The net result of this extensive interaction is an ever-expanding number of trained staff who themselves can serve as trainers at all levels of the system.

35. Despite the success of past efforts in the areas of population research, training and policy development, reviews of the UNFPA activities in these areas show that there is still a wide gap between the existing expertise at the national level and that which is needed for countries to become self-reliant in the execution of population and development activities. As a result, the proposed programme will continue, and in some cases expand upon, ongoing research activities at the interregional level and also introduce new areas of research in order to develop new methodologies and approaches to help solve emerging problems at the country level.

E. Special programmes

Women, population and development

36. The activities supported by the Fund in this area during the period 1988-1991 have been based on UNFPA's strategy to strengthen the capacity of the Fund to deal with issues concerning women, population and development, which was approved by the Council in decision 87/30. As required by the strategy, UNFPA placed considerable

emphasis on training activities at the regional and interregional level. Such training focused on the theoretical and operational aspects of incorporating gender issues in all activities supported by UNFPA, in particular those dealing with the formulation of population policies and programmes. The Fund systematically provided training for UNFPA staff at headquarters as well as in the field through regional workshops. The regional training also benefited national counterparts. Some of these training activities were undertaken as part of the collaborative efforts among the Joint Consultative Group on Policy (JCGP) organizations, with the participation of the staffs of UNICEF, UNDP, the International Fund for Agricultural Development (IFAD) and the World Food Programme (WFP).

37. Recognizing that informed decision-making and effective research depend on timely and reliable data, UNFPA supported a number of activities aimed at developing methodologies to facilitate the collection, analysis and disaggregation of gender-specific data and providing training in the design and use of databases in the area of women, population and development. One notable example of this type of activity, as mentioned above, is the United Nations Women's Indicators and Statistics Data Base for Microcomputers (WISTAT). Another is the FAO-initiated pilot database on rural women, which is intended to provide planners and programme managers with policy options to improve the quality of life for rural women. The database includes information on gender, socio-economic status, agricultural and demographic factors and the environment. This multi-disciplinary approach allows planners to monitor the status of women more effectively and to study how female-headed households and female workers are affected by environmental degradation and new agricultural technologies.

38. With a view to strengthening and enhancing the involvement of women's organizations in MCH/FP programmes, WHO, in close collaboration with UNFPA, developed a series of training programmes dealing with such issues as the importance of women's decision-making in controlling their own fertility and the need for the further involvement of women's organizations in designing effective and relevant family planning activities. One of the outcomes of this project was the establishment of a network of women's organizations, which will facilitate follow-up activities and the dissemination of information. Other notable activities receiving support under the intercountry programme in the area of women, population and development include the regional training programme at CEDPA aimed at improving women's skills in management, monitoring and evaluation of family planning programmes; and the development and implementation by the Inter-African Committee (IAC) of a combined training and IEC project to facilitate the abolition of traditional practices that are harmful to the health and well-being of women.

Ageing and youth

39. During the 1988-1991 period, UNFPA supported a number of research activities aimed at enhancing the understanding of the causes and implications of the ageing of populations and how it relates to socio-economic development. The bulk of UNFPA's assistance in this area went to the International Institute of Aging in Malta to support its efforts in implementing the Vienna International Plan of Action on Aging. This assistance focused on fulfilling the research and training needs of developing countries and on strengthening the links between and among developed and developing countries in promoting technical cooperation, exchanging skills and knowledge, and providing advisory services. UNFPA also supported a project executed by the Economic Commission for Europe (ECE) to provide developing ECE-member countries with a better understanding of the implications of emerging changes in the population structure and to encourage them to accommodate such changes in their planning processes. The Fund also supported a project to assess alternative policies and programmes in ESCAP countries to deal with anticipated problems related to changing age structure in the light of socio-economic development.

40. In the area of youth, which is a key concern of many countries, UNFPA has supported, at the interregional level, activities undertaken by the ILO, FAO, UNESCO, WHO and a number of NGOs, including IPPF and the World Association of Youth. Most of these activities have concentrated on the education and communication sector as well as on adolescent fertility, family life education and responsible parenthood. Under a youth-for-youth project, IPPF, in collaboration with national youth NGOs, organized national workshops in Colombia, Egypt, Jamaica, Senegal and Sri Lanka during the year. The idea behind this experimental project is to develop a model, for replication elsewhere, whereby youth themselves, working through their NGOs, can identify their reproductive and related health needs and help mobilise resources to meet them. While the results obtained thus far are still being

analysed, the developments have been encouraging. Under the other project, FAO, with UNFPA assistance, developed a set of population education guides for leaders of rural youth organizations and groups of young farmers aimed at creating awareness of how rapid population growth affects their daily lives.

II. PROPOSED PROGRAMME FOR 1992-1995

41. The proposed programme for 1992-1995 would continue and expand upon the many successful activities of the current programme, as well as address major shortcomings and those areas in need of greater attention. Research on contraceptives and training in various aspects of MCH/FP and support IEC would again be priority activities, as would population research and policy development. The proposed programme would also give priority consideration to activities aimed at advancing the role and status of women, as well as those aimed at integrating environmental concerns into population policies and programmes.

42. In terms of programme areas, the proposed programme, like the current one, would address all major categories of the UNFPA programme: MCH/FP, IEC, basic data collection and analysis, population research and policy development, and special programmes, including women, population and development, and ageing and youth. Operationally, the proposed programme takes into account the trend of the 1988-1991 programme cycle, which includes: (a) emphasis on national execution of projects; (b) rapid growth in the number and complexity of national population projects and programmes requiring more sophisticated and multi-disciplinary approaches; and (c) increased use of national, rather than resident foreign experts to implement project activities. The trend towards national execution of increasingly complex programmes magnifies the continuing need for developing countries to keep up with the latest scientific and methodological approaches to problem-solving and to make use of the pool of experts and expert knowledge that is available at the regional and interregional levels.

43. The proposed intercountry programme, therefore, has been specially designed to help developing countries to formulate and implement their own programmes and to solve the complex problems that may arise during the implementation of programme activities. The purpose of the proposed activities is threefold: (a) to directly address specific country-level needs; (b) to complement and strengthen ongoing country-level activities; and (c) to ensure that the results of interregional and regional activities can be readily and easily transferred to and used at the country level. In order to gain a clearer understanding of how the proposed programme could best achieve this threefold purpose, UNFPA analysed the information provided in the monitoring and evaluation reports of country programmes and other relevant reports prepared by UNFPA Country Directors and representatives of executing agencies. This was followed by extensive discussions with representatives from the participating agencies within the United Nations system and from major NGOs. UNFPA also conferred extensively with its field offices to ensure that proposed intercountry programme activities would directly address the specific needs of developing countries. This process benefited further from the regional meetings that were held during 1990 in Africa, Asia and the Pacific, and Latin America and the Caribbean, at which UNFPA headquarters and field staff and some agencies participated in the deliberations.

44. The Executive Director proposes to allocate $178.0 million (18.5 per cent of programmable resources) for the intercountry programme during 1992-1995. Of this amount, $111.6 million would be provided to the interregional programme and $66.4 million to the regional programmes, as follows: sub-Saharan Africa ($25.9 million); Asia and the Pacific ($16.0 million); Latin America and the Caribbean ($13.8 million); and Arab States and Europe ($10.7 million). An explanation of the distribution of resources among the five programmes and the breakdown of the intercountry programme by programme area are provided in section III of this report.

45. Among the many areas requiring continued support in the proposed programme are training, research and awareness creation. Training would concentrate on such areas as population and development, various aspects of family planning programmes, and basic demographic indicators. Research would focus on developing new and on improving existing methods of contraception as well as on gaining a better understanding of the attitudes towards and perceptions of family planning practices in different socio-cultural settings. The awareness-creation activities would include the production of a number of publications and information materials and the holding of seminars and conferences on issues of importance in the field of population.

46. The proposed intercountry programme would continue to emphasize the role of women in population and development. An emerging area requiring increasing emphasis is the integration of environmental considerations into population policies and programmes. This can be done most effectively at the interregional level. The problems involved are complex, requiring inter-sectoral approaches to assess, monitor and evaluate them, as well as inter-agency cooperation to resolve them. This is all the more true in that environmental problems cut across national borders and have regional and global effects.

47. UNFPA would work closely with those agencies and organizations that have the capacity as well as the mandate to participate in joint activities to be undertaken in each of the proposed programming sectors and sub-sectors. They include United Nations organizations, specialized agencies and regional commissions as well as a number of NGOs. The following sections summarize the main activities proposed in each of the programme categories for the interregional and the regional programmes.

A. Proposed interregional programme 1992-1995

48. The proposed interregional programme will essentially maintain the priorities established in the previous cycle of assistance. For example, MCH/FP would account for approximately 39.0 per cent of the assistance, followed by population research and policy development at 25.6 per cent, IEC at 15.9 per cent, special programmes at 9.1 per cent and basic data collection at 6.5 per cent. The remaining 3.9 per cent will be kept in reserve (see table 2 in section III of this report).

Maternal and child health/family planning

49. Maternal and child health and family planning will again be a priority area for assistance in the proposed UNFPA interregional programme. A major portion of this assistance will be used to improve the effectiveness and safety of existing contraceptives and to develop new contraceptive technologies and methods. New and improved contraceptives will be tested in pilot projects and then adapted to meet the specific needs of individual developing countries. Such activities take on added importance as private industry continues to withdraw from contraceptive research and development in the face of spiralling expenses and increasing exposure to product liability lawsuits. The UNFPA interregional programme thus remains one of the most important sources of support for contraceptive research and development.

50. UNFPA therefore proposes to continue to support contraceptive research and development at the interregional level through assistance to WHO/HRP, the International Committee for Contraceptive Research and The Population Council. Such assistance will be used to further develop innovative contraceptive methods including, among others, NORPLANT II, a new two-rod subdermal contraceptive; ST 1435, a progestin appropriate for lactating women; various types of hormone-releasing contraceptive rings and IUDs; contraceptive implants for males; and new barrier methods using spermicide agents that may provide protection against sexually transmitted diseases including HIV. The Fund will ensure that scientists from developing countries will continue to participate in these activities.

51. During 1992-1995, UNFPA will continue to support related research and training activities of WHO/HRP and the efforts of The Population Council to introduce NORPLANT to 12 additional countries. The Fund will also provide assistance to PATH/PIACT in introducing and adapting contraceptive technology to meet the needs of specific developing countries in order to improve the availability, acceptance and continued use of new contraceptive methods. UNFPA support will also enable PIACT to further explore opportunities for and the feasibility of producing contraceptives locally. The aim of these activities is to make available as wide a range of contraceptives as possible and thereby to increase people's options for use of contraception. Related activities will include the development of educational materials, the provision of clinical training, the conduct of local clinical trials and the provision of technical assistance.

52. During the proposed programme, to complement world-wide initiatives on Safe Motherhood, UNFPA will continue to provide support for the global database on maternal mortality and morbidity, updating and improving

the information on fertility regulation, breastfeeding and other crucial areas related to maternal health. Moreover, to achieve the WHO/UNICEF/UNFPA joint goal of reducing maternal mortality by half by the year 2000, adequate information on the current levels and patterns of maternal health will be needed. A number of epidemiological studies in the area of maternal mortality and morbidity, to be coordinated by WHO, will be supported by UNFPA during 1992-1995 in order to collect scientific information for programme and awareness-creation activities.

53. Other important activities in the MCH/FP area in the proposed programme include operational research aimed at developing new strategies to improve the delivery of quality family planning services, in particular to groups not normally targeted for such services, such as non-pregnant married and unmarried women, adolescents and males. The emphasis will be on stimulating community participation and making services available to couples in their villages and homes. WHO, IPPF, The Population Council, JOICFP and other NGOs will provide technical assistance. The interregional programme will also support activities in the area of adolescent reproductive health, drawing upon past research carried out by WHO. A primary aim will be to counsel adolescents in the various family planning services available in order to help prevent unwanted pregnancies and limit the incidence of sexually transmitted diseases, including AIDS.

54. UNFPA will also provide support to find new and innovative means of improving the interpersonal communications and counselling skills of health personnel in the area of family planning. WHO, UNESCO, The Population Council, Johns Hopkins University and selected NGOs will assist in developing and testing new methodologies and techniques of interpersonal communications and counselling to improve effectiveness, acceptability and continuation of contraceptive practice.

55. UNFPA will continue to support the development and updating of technical and managerial guidelines and training materials on MCH/FP. Previous guidelines and materials will be evaluated in order to assess how they are used as well as their effectiveness. UNFPA will also continue to support the dissemination of technical information on MCH/FP and other related areas to managers and policy-makers and to international organizations and donors.

Information, education and communication

56. In the area of information, education and communication, UNFPA intends to launch a global initiative to improve the relevance and effectiveness of population IEC messages. This is to be achieved through, among other things, conducting qualitative audience research. Such research will enable communicators to "listen" to an audience before designing messages and selecting appropriate communication channels. Other activities will include the pre-testing of messages and the evaluation of population communication activities. Training in this area must be improved and the sharing of experiences facilitated. This can be accomplished in part by establishing a mechanism at the interregional level to encourage communication between training institutions in different parts of the world that have similar objectives and face common problems. It is also important to raise the level of technical competence of staff engaged in communications activities in country projects. This can be done through, among other things, training programmes and training materials that focus on sharing successful experiences.

57. One of the groups most in need of family planning, yet heretofore most neglected, is youth. Therefore, UNFPA plans to launch a communications programme to mobilize young people to serve as advocates of family planning. These youth will talk to other young people with the dual aim of creating awareness and improving young people's access to family planning information and services. The proposed communications programme will take into account the need to segment audiences, distinguishing, for example, between the needs of young married couples and younger adolescents, and to develop a set of appropriate messages around the theme(s) selected: delaying the birth of the first child, acting responsibly in terms of sexual behaviour, and preventing STDs and AIDS, among others. Audio-visual and print materials, together with a media package in the languages needed, are to be produced, after field testing by UNFPA field offices, executing agencies and NGOs.

58. Rural youth have special needs. UNFPA therefore intends to continue to develop population education materials specially aimed at their needs, including the introduction of such materials with income-generating activities. Other activities to be undertaken include the further testing and adaptation of materials designed by FAO under the current interregional programme, which is operating in selected countries in Africa and Latin America

and then moving into Asian and Arab countries early in the programme cycle. This would include preparation of guidelines and materials for the personnel concerned.

59. UNFPA recognizes the need to translate population education goals into concrete concepts and practical course content and to improve the methodologies used to evaluate population education activities. An effective means to address these needs is to convene group meetings of experts from around the world to share experiences and seek solutions. The findings of such meetings should be disseminated widely, either in the form of a major publication or a specialized newsletter, or both. The meetings and resulting publications would have the added advantage of improving communication among population education professionals, which is greatly needed.

60. It is equally important to step up efforts to integrate population education into various disciplines at the university level, in particular in curriculum development and the training of trainers. It is also necessary to further integrate population concerns into activities aimed at special population groups, such as those in the organized labour sector and those outside it. Under the proposed programme, the ILO will devise strategies to improve its regular training and technical co-operation programmes in the organized sector. To be effective, these strategies will have to be accompanied by awareness-creation and motivational activities and make extensive use of training materials. Population concerns will also have to be integrated into activities in the informal sector and extended to other target groups. Research will also be carried out on the specific target audiences as a means of improving the effectiveness of motivational activities.

61. The importance of education in reducing fertility is widely accepted. However, much remains to be learned about the various aspects of the interrelationship between education, fertility and the status of women. For example, research is needed to identify the point at which education makes a critical difference in the role and status of women in society and how that change in status affects fertility behaviour. Additional research may be needed to examine educational factors other than access to education that may have a bearing on fertility decisions. This research would be designed so that it could be readily translated into appropriate policy initiatives.

Basic data collection and analysis

62. UNFPA's support to data collection and analysis will essentially aim at building up national capability and capacity through research, training and the exchange of information. Key activities will include the further development of methods, applications and procedures for conducting population censuses and household surveys through the United Nations, ILO/Centre for Social Development and Humanitarian Affairs (CSDHA), WHO/UNFPA/UNICEF and the International Statistical Institute; the development of a programme for accelerating reforms of civil registration/vital statistics systems through the United Nations, the International Institute for Vital Registration and Statistics and WHO; the development of a common approach to collecting and analysing service statistics and the procurement of a common software package for managing information databases; the development of methods to assess the impact of population factors on national income accounts; the preparation and dissemination of a comprehensive set of demographic and sectoral projections; the development and distribution of statistical and demographic software through the United Nations, The Population Council and WHO; and the continuation of coordination and management of the Global Population Information Network (POPIN).

Population research, training and policy development

63. In the area of population research, training and policy development, UNFPA will provide financial support for carrying out research and policy analysis; developing appropriate methodologies to assess, monitor and evaluate population and related issues; providing training for planners, economists, demographers and statisticians; exchanging information through seminars, workshops and symposia; and disseminating information on proven strategies and evaluation techniques in data collection and processing.

64. In the area of population and environment, UNFPA will make use of several organizations that have the capacity, as well as the mandate, to undertake research and to provide training and exchange information on the complex interrelationship between human and natural resources. The aim of such activities will be to use the

knowledge and understanding so gained to design special activities to help create a better balance between the two. Joint activities are planned involving UNFPA and the United Nations Environment Programme (UNEP), UNESCO, FAO, the United Nations Research Institute for Social Development (UNRISD), the World Conservation Union (IUCN), the International Institute for Applied Systems Analysis, and UNFPA's Global Programme of Training in Population and Development. They include analyses of the relationship between population, environment and the role of women; the integration of population and environmental factors into national development planning; cartographic mapping with population overlays to identify ecologically endangered zones; the production of methodological guidebooks to integrate population concerns into national conservation strategies; and training courses on population and environment.

65. In the area of socio-cultural research, the proposed interregional programme will seek to enhance national institutional capacities to conduct socio-cultural research and to increase the pool of such researchers. A particularly cost-effective method at this time is to select certain national institutions for training at the regional level. UNFPA will also support area studies to develop databases for use in formulating population policies and programmes in developing countries. In addition, UNFPA may assist the United Nations regional commissions in strengthening socio-cultural research as an integral part of their ongoing and proposed research projects.

66. In order to improve the integration of population factors into development planning, the interregional programme will complement the activities being undertaken in this area at the regional and country levels. Work at the interregional level is in fact particularly well suited, through the Fund's Global Programme of Training in Population and Development, to train planners, economists and demographers in the methodological and operational dimensions of integrating population factors into socio-economic development planning. In accordance with the recommendations of an external evaluation undertaken in 1990, UNFPA will start a second phase of the Global Training Programme for 1992-1995. In this phase, the population and development training component at the Cairo Demographic Centre in Cairo, Egypt, will also be incorporated into the framework of the Global Training Programme. The budget for the entire Global Training Programme for 1992-1995 will be $14 million. By 1995, the programmes currently located at the Catholic University of Louvain (Belgium) and the Institute of Social Studies (The Hague) will be transferred to suitable locations in developing countries.

67. Research will be undertaken to develop the most appropriate methodologies for integrating population factors into development planning through the United Nations, the ILO, and FAO; to devise conceptual, methodological and empirical approaches to collecting integrated statistics for population and development planning through the United Nations and the ILO; to develop training materials, including case studies, success stories, manuals, handbooks and the like for global, regional and national training programmes through the United Nations, the ILO, and selected NGOs; and to develop and use macro-economic modelling for assessing complementarity among population policies and other sectoral development policies through the United Nations.

Special programmes

68. Women, population and development. In the area of women, population and development, UNFPA will continue its efforts to ensure that women participate in all aspects of population programmes, that their concerns are reflected in the proposed activities and that they benefit from the results. Initiatives in this area will be undertaken in accordance with the strategy endorsed by the Governing Council in decision 87/30 I, paragraph 16, and with the amplification of that strategy as recommended in DP/1991/32, pending the decisions of the Council at its thirty-eighth session.

69. The interregional programme will continue to emphasize training addressing the importance of gender-specific issues in population programmes, undertaking collaborative training exercises with other United Nations organizations. The programme will, in particular, focus on women-and-development training conducted under the JCGP, since such training has proven to be extremely effective in enhancing cooperative effort at the field level.

70. The interregional programme will also seek to broaden the base of knowledge on various aspects of women, population and development by focusing on emerging and important issues and conducting research on topics that are likely to have operational relevance. For example, UNFPA will support, in collaboration with such organizations

as FAO, UNRISD and IUCN, research that explores women's role in environmental management and examines the interrelationships between women, population trends and the environment. The Fund will also stress research on the complex interrelationship between education, women's role and status in society and reproductive trends since, despite considerable work in this area, the interaction among these variables is still not clearly understood. Likewise, the effect of women's economic activity on their status and role in society and development as well as on their fertility must be further clarified. Indeed, a more precise understanding of these interrelationships is critical for policy decisions at the country level. Thus, UNFPA will support activities that seek to enhance knowledge of the interaction of these factors. In order to further the interaction between women's organizations, women's machineries at the national level and national population and development units, UNFPA will fund operationally-oriented research to find out how these entities might work together more effectively. A key element of all research funded under the interregional programme will be a plan to communicate findings to the concerned audiences at the country level.

71. Timely and reliable data are keys to informed decision-making on women and development issues. Recognizing this, UNFPA will support efforts of organizations such as the United Nations Statistical Office, the Division for the Advancement of Women at the United Nations Office at Vienna and NGOs to design and disseminate methodologies for collecting, analysing and disaggregating gender-specific data and for compiling databases on women, population and development.

72. Ageing. In the context of the proposed interregional programme, special attention has been given to issues concerning the ageing of populations. UNFPA would continue to support research dealing with demographic aspects of ageing and its bearing on other population and socio-economic factors. Collaboration with pertinent United Nations agencies and selected NGOs will continue to build up a comprehensive knowledge base in this substantive area. Research and training activities in this sector will focus primarily on assisting Governments in gaining an understanding of the causes and implications of the ageing of populations and how this relates to the development process.

73. Youth. The proposed intercountry programme would encourage the active participation of young people in MCH/FP and related IEC activities. Proposed programme activities include research on adolescent fertility and reproductive health, the development of strategies aimed at increasing the participation of young people in population programmes, particularly those dealing with family planning, and the development of suitable communication methodologies and guidelines to complement country-level activities.

B. Proposed regional programmes 1992-1995

1. Regional programme for sub-Saharan Africa

74. As in the previous programme, the proposed regional programme for 1992-1995 will continue to complement direct support to country-level activities as outlined in the strategy for UNFPA assistance to sub-Saharan Africa (see document DP/1987/37). The proposal takes into account the experiences, achievements and shortcomings of the 1988-1991 programme as well as the emerging needs in the region. The overall objectives will be: (a) to consolidate the achievements of the 1988-1991 programme in all sectors; (b) to strengthen the capacities of African countries for self-reliance in the population field by further re-enforcing training activities; (c) to enhance the development, implementation and monitoring of population activities through the promotion of research activities; (d) to promote information exchange and dissemination of population issues; and (e) to improve the role and participation of African women in population and development activities through the implementation of the proposed UNFPA Plan of Action for Women, Population and Development in sub-Saharan Africa.

75. UNFPA proposes to allocate an amount of $25.9 million for the period 1992-1995 as compared to about $20.0 million for regional activities (i.e., excluding technical support services) in the previous programme. The distribution of the proposed amount by substantive sectors is given in table 2 in section III of this report. A programme reserve of $0.8 million has been provided to respond to urgent and unforeseen needs.

76. UNFPA will continue its efforts to strengthen national capacities by creating a sufficient number of trained staff in all sectors to ensure sustained and informed management of population programmes. However, there will be special emphasis on training in various aspects of IEC and MCH/FP. The allocation to training activities in all sectors will therefore increase substantially from 34 per cent in the 1988-1991 programme to 60.1 per cent in the proposed programme. Support to research will also increase by about 11 per cent to ensure that critical information needed to improve the delivery of family planning and IEC services is available on such issues as the socio-economic and cultural determinants of fertility, perceptions and attitudes of target audiences towards family planning, and the incidence of adolescent fertility. The Africa Survey Programme (see below) will constitute a major component of this category. UNFPA assistance to the IEC sector will focus on meeting regional training needs and establishing clearing-houses for collecting and disseminating IEC materials. An innovative aspect of the regional programme will be the mobilization of youth, working through youth NGOs, to serve as advocates to improve family planning information and services for young people.

77. Maternal and child health and family planning. Human resource development continues to be a strategic component in the strengthening, management and expansion of MCH/FP programmes in the region. In spite of the achievements made with UNFPA support in the training of health personnel in programme management and in clinical and communications techniques at regional training centres and at the University of Montreal and Laval University in Canada, a survey of MCH/FP training needs revealed that such training remains a priority for UNFPA assistance. Moreover, the generally poor quality and coverage of management information and logistics systems needs to be addressed to improve programme delivery at the country level. The proposed programme will also address the serious problems of adolescent fertility, which have not, thus far, figured prominently in UNFPA-supported population programmes. UNFPA will therefore provide support to intensify the training of health personnel in clinical services and patient counselling, in management of MCH/FP programmes, in MIS/logistics and in various services for adolescents. To make family planning activities more culturally acceptable, operations research on the socio-cultural aspects of fertility management will be supported. The programme will address the high incidence of adolescent fertility through research on adolescent reproductive knowledge, attitudes and practices and through training in the design of services to meet adolescents' needs. Special attention will also be given to research on reducing high maternal mortality and to implementing the Safe Motherhood initiative.

78. Information, education and communication. The effect of the lack of a systematic regional training programme in IEC in the region was underscored by a joint UNFPA/Canadian International Development Agency (CIDA) review, which revealed that only 11 per cent of nationals involved in the IEC sector have been trained, that there was little exchange and dissemination of information and materials and that there were shortcomings in the managerial and organizational capacity of most of the IEC programmes reviewed. There is reason to believe that these findings are applicable to the region as a whole. Therefore, the UNFPA regional programme will provide support for: (a) strengthening regional training in both the formal and non-formal sectors; (b) making innovative IEC materials more widely available; (c) improving the management and delivery of IEC programmes through action-oriented research; (d) improving the population reporting skills of journalists and radio/television media specialists; and (e) improving the accessibility of family planning information and services to adolescents through the work of various youth groups.

79. Data collection, analysis and research. National capacities have improved in the area of basic data collection as a result of training programmes within and outside the region. However, there are still constraints in the areas of survey techniques, data analysis and dissemination of results. These constraints are being exacerbated by the high turnover of staff in national statistical offices. The regional programme will therefore continue to emphasize the training of national personnel in the analysis of census and survey data, the use of computers, and the application of cartography and survey techniques, including sampling, through support to such institutions as RIPS, IFORD, and the Institut National de Statistique d'Abidjan. In extending this support, UNFPA will take into account the recommendations of an independent evaluation which stressed the need to restructure the organization and the curricula of both RIPS and IFORD. The evaluation further recommended that the research activities of each institute should be strengthened and that the curricula of each should place less emphasis on technical content and more on such social aspects of demography as the integration of population variables into development planning, the role of women in development, and the interrelation between population and the environment. The evaluation also recommended that IFORD be integrated into the University of Yaounde.

80. In order to help identify gaps in data, establish a dynamic regional database and strengthen national capabilities to undertake surveys and analyze data on a regular basis, the Fund will launch an African Survey Programme. This will substantially improve the information base in the region, which in turn will permit African countries to gain a better understanding of how fertility levels and contraceptive use relate to other population and socio-cultural and developmental variables, including the status of women. Such enhanced understanding will be extremely useful in devising means to reduce the persistently high fertility rates in the region.

81. Population research and policy development. Bottlenecks to further progress in the area of research and policy development include the lack of expertise in the translation of population policies into comprehensive and integrated action plans and the absence of appropriate conceptual and methodological techniques for integrating population factors into development planning. Support will therefore be given: (a) to train relevant national staff in various aspects of population and development; (b) to ensure that population factors are integrated into the World Bank-supported social dimensions of structural adjustment programmes; and (c) to further sensitize and mobilize African Governments in the formulation of national population and development policies and implementation strategies.

82. Special programmes. UNFPA will continue its efforts to improve the status of women by incorporating women's concerns into all UNFPA-funded activities. This will be aided by the publication and implementation of the proposed Plan of Action for Women, Population and Development in sub-Saharan Africa. UNFPA will pursue this plan in collaboration with other United Nations agencies, regional organizations and selected NGOs. The programme will also focus on strengthening women's skills in the various aspects of population and related programming, in part by providing and increasing fellowships to women in all UNFPA-supported training programmes.

2. Regional programme for Asia and the Pacific

83. During the 1992-1995 period, UNFPA proposes to allocate an amount of $16 million for the regional programme for the Asia and Pacific region. The programme will be supplemented by the country programme technical support teams, as noted in document DP/1991/35.

84. The regional programme in the Asia and Pacific region has to respond to the needs of countries with significantly different population sizes and with different population problems and policies. At one end of the spectrum is China, with a population of over 1 billion and one of the largest land masses in the world. At the other end is Tuvalu, a small island country with less than 10,000 people. There are also remarkable disparities in important demographic indicators among the various subregions. For example, fertility rates in South Asia are more than double those in East Asia, 4.44 per cent compared to 2.19 per cent. The difference in infant mortality rates between the two subregions is even greater -- 91 per 1,000 live births in South Asia compared to 25 per 1,000 in East Asia. The same is more or less true of life expectancy, which is 66 years for the region as a whole and 59 years for South Asia.

85. The regional programme provides a unique vehicle for responding to and/or anticipating needs common to several countries. It is designed to complement and strengthen country-level activities by undertaking activities that can be carried out more efficiently and cost-effectively at the regional level. Regional activities have the same ultimate objective as country-specific programmes and projects, namely, to strengthen institutions and human resources at the national level so that countries may become self-reliant in addressing their population needs.

86. In general, while support for country programmes remains the overall objective of the proposed intercountry programme for the period 1992-1995, its specific objectives will be: (a) to improve the effectiveness and quality of service delivery of family planning programmes, as well as the management capabilities of staff running these programmes; (b) to develop strategies to address issues related to adolescent sexuality/fertility and to improve the health and social status of women and fully integrate them into the mainstream of development efforts; (c) to improve the effectiveness of IEC support to population policies and family planning services; (d) to strengthen

national capabilities in demographic analysis in support of policy formulation and evaluation; and (e) to broaden the concept of population policies among policy makers in order to promote and ensure the integration of population factors, including fertility changes and other processes, into all macro-level national planning. The programmes will pay particular attention to activities designed to address the interlinked issues of population and the environment.

87. In the Asia and Pacific region, assistance at the regional level extends to all programme areas: MCH/FP, including initiatives on safe motherhood and adolescent reproductive health in close association with those undertaken under the Fund's interregional programme; IEC; basic data collection; population research and policy development; and special programmes, which include women, population and development, youth and ageing. The objectives of this assistance are described below.

88. Maternal and child health and family planning. In this area, UNFPA will support the development, adaptation and application of appropriate MCH/FP techniques to improve the quality as well as the efficiency of family planning services, including the improvement of management capabilities. Special attention will be given to the concerns of women and their involvement as service providers. In particular, regional support will address two issues of major concern to Asian countries -- adolescent reproductive health and the improvement of the coverage and quality of maternal health care and safe motherhood. Efforts will be made to strengthen integrated MCH/FP services with the goal of reducing maternal and infant mortality and generating adequate data for overall and long-range planning, improved quality of care and sound programme management. The Fund also proposes to support regional training to develop and sharpen evaluative and managerial skills and to improve information systems and programme planning. The regional programme will provide assistance in conducting a multi-country study of accessibility to various contraceptive methods and in carrying out operational research to improve management information systems in family planning programmes.

89. Information, education and communication. A major need of national population programmes in the region is to update and reorient population communication strategies. Such strategies should be based on interpersonal communications and focus on family planning as both a health measure and the key factor in fertility management. The proposed programme will also provide assistance to improve both the coverage and quality of the population IEC components of the labour and family welfare programmes in the countries of the region.

90. UNFPA will provide support for seminars on integrating population education into the formal and non-formal education systems. The seminars will also assist in developing core messages to address such population issues as adolescent fertility, AIDS, and ageing, among others. The proposed regional programme will continue to support activities aimed at integrating population and family life education into all levels of the education system, including rural development and agricultural extension programmes, and at developing human resources. It will also reinforce efforts to integrate population issues, including problems relating to urbanization, into print, broadcast and non-broadcast media (e.g., clearing-houses). Moreover, in order to sustain political commitment to population issues, organizations such as the Asian Forum of Parliamentarians on Population and Development (AFPPD) and the Asian Population and Development Association (APDA), which have direct access to policy makers and parliamentarians, will continue to be supported through the Asian and Pacific regional programme of UNFPA.

91. Basic data collection and population research and policy development. A majority of countries in Asia and the Pacific region will conduct censuses between 1990 and 2000. The regional programme will support preparations for such censuses, providing assistance for technical meetings relating to census-taking and to demographic and population data analysis.

92. UNFPA proposes to continue its support for the fellowship programme at the International Institute for Population Sciences (IIPS), in Bombay, India. The groundwork for establishing a population studies programme at the University of the South Pacific to provide a subregional centre for such studies has been laid and will require continued UNFPA support. Many Governments in the region have adopted population policies and have acquired experience in implementing them. UNFPA therefore proposes to assist them in assessing the relevance and effectiveness of their efforts. In this connection, the Fund's regional programme will support the holding of a regional conference on population in 1992, as well as the undertaking of research on socio-cultural aspects of family

planning programmes, the mobilization of community support for population programmes and the strengthening of the regional population information network. Additional research activities will focus on the linkages between population and the environment; rural-urban migration; analysis and impact of population policy on demographic trends; and the gender-sensitivity of demographic statistics.

93. Special programmes. The ageing of population is becoming an increasingly important factor in the region, particularly in East and South-east Asia. The regional programme will therefore undertake various activities to create awareness among government officials and policy makers of the impact of ageing on the population structure. In addition, UNFPA will continue to address women's concerns and to develop activities to improve their social and economic status. In an effort to highlight gender issues in the formulation as well as implementation of population policies, it is proposed that the impact of population policies on the status of women be examined. Such a study is important because historically there has been little involvement of women in the formulation of such policies due to the very limited participation of women in legislative bodies even though women are generally the main targets for the implementation of such policies.

3. Regional programme for Latin America and the Caribbean

94. The overall objectives of the proposed regional programme for Latin America and the Caribbean will be: (a) to consolidate the achievements of the first programme; (b) to further enhance countries' self-reliance in matters of population; (c) to promote efficient and effective ways for countries of the region to exchange information and learn from their individual experiences; and (d) to encourage a stronger participation for women in population planning and programming. In the forthcoming programme, UNFPA proposes to enhance the value of regional support by sharpening the linkages between the regional programme and the country programmes and by addressing more directly common population problems in the region, bearing in mind that the long-term goal of assistance is the development of national self-reliance.

95. The programme of action as a whole will focus on three main areas: (a) serving as a catalyst in solving such critical issues as socio-cultural and multisectoral approaches to women's health and family planning, population and environment, and the demographic implications of structural adjustment, among others; (b) enhancing the exchange of experiences and information in order to promote greater conceptual clarity and understanding of and political commitment to population issues; and (c) developing quality human resources who are knowledgeable in theoretical and applied approaches in the various sectors of involvement, able to adapt methodologies and training modules to meet specific needs, and familiar enough with planning, management and evaluation concepts and practices to act as teachers, trainers and motivators at the country level. In regard to research, theoretical and methodological approaches selected for the various areas would, as much as possible, be based on existing research and knowledge, which has received considerable support in the past programme.

96. The proposed programme for 1992-1995 would complement and support country-level activities in areas that are better dealt with at the regional than at the country level. UNFPA proposes to allocate an amount of $13.8 million for the four-year period, including $1.4 million to be set aside as an unprogrammed reserve. In line with the needs identified at the country level, the proposed programme will give more attention to the areas of family planning and IEC than in the past, while correspondingly reducing the proportion going to the area of population training and research. Details on the distribution of the proposed amount are provided in the accompanying support document (DP/1991/29/Add.1).

97. Maternal and child health and family planning. The primary focus of activities in this area will be on women's reproductive health in an effort to reduce the manifold causes of maternal mortality. The regional programme will therefore provide assistance for devising plans to develop human resources as well as for developing training strategies and methodologies to train trainers. The programme will also support the development of technical guidelines for service providers, including counselling and communication, as well as of management and logistics systems to further decentralize services and to extend outreach. To promote pre-service training, the proposed programme will examine the training programmes of university medical faculties and nursing schools and will develop prototype curricula for women's reproductive health and family planning. The programme will also

support a number of meetings to exchange experiences and information on subjects pertinent to women's health and family planning. While management issues cut across all programmes, and will be of general concern for all regional activities, the improvement of MCH/FP programme management is particularly important as a key to improving the availability and quality of services.

98. Information, education and communication. The regional programme will concentrate on training in IEC and on developing methodologies for new IEC strategies and approaches in order to reach target groups with effective population messages. The programme will also assist institutions in the region in strengthening their capacity to carry out IEC activities and in preparing information materials. Another priority in this sector is to develop methodologies to extend population education to specific target groups outside the school system. The need to target both women and men as well as adolescents will be central in these initiatives. To help institutionalize population education in school programmes, the programme will continue to evaluate and update prototype didactic materials as well as to develop guidelines on population contents for teacher training programmes. In addition, regional funding will support the development of methodologies for collecting statistics on IEC coverage and the organization of seminars and discussions for awareness creation and motivation.

99. Data collection and analysis. Taking into consideration that considerable support has been provided in the past to this area and that, compared to other regions, fairly good knowledge and capacity already exist, regional activities will concentrate on producing, disseminating and implementing appropriate methodologies to collect, process and retrieve disaggregated data for policy planning. A related activity will be to strengthen population databases of various countries. Training activities will be a major component of this assistance in order to create core groups of trainers. To help monitor the progress of social development, UNFPA will support, in collaboration with other agencies, efforts to generate integrated population-related statistics and to make socio-demographic statistics more accessible to users. The programme will continue to support workshops and seminars as a vehicle for countries of the region to share experiences and exchange information.

100. Population training, research and policy development. The regional programme would undertake a series of activities aimed at applying socio-demographic information to policy-making and programming. It will support the consolidation and synthesis of existing research on critical population issues, assist in the development, adaptation and evaluation of methodologies, and contribute to the establishment of institutional arrangements to integrate population variables into development policies and plans. The programme will also support the establishment of regional or subregional population information networks. These efforts would be accompanied by the training of trainers. Training in applying population factors in socio-economic planning would continue to receive support mainly under the Spanish-language component of the Global Programme on Training in Population and Development in Santiago, Chile. Another activity of the proposed programme will be to bring together countries at different stages of population policy and programme development to discuss trends, causes and consequences of demographic changes.

101. Special programmes. While all activities in the proposed programme will be sensitive to gender issues and involve women, the programme will develop guidelines to analyse the extent to which women participate in and benefit from population policies and programmes in the region. Special emphasis will be placed on the exchange of information and experiences on the socio-demographic conditions of women as well as of adolescents. In addition, in an effort to improve the management of population programmes, regional programme resources would be set aside for the development of appropriate methodologies.

4. Regional programme for the Arab States and Europe

102. UNFPA proposes to allocate an amount of $10.7 million for the regional programme for the Arab States and Europe for the period 1992-1995. The primary objective of the proposed programme is to complement population activities at the country level. The basic approach is three-pronged: to develop a population strategy for the region as a whole; to formulate activities to help solve problems common to the countries of the region; and to strengthen and build upon the initiatives of the 1988-1991 regional programme. Technical support will be provided by country programme technical support teams (see document DP/1991/35).

103. The Europe component of the proposed regional programme is particularly notable in that it will serve as the Fund's main channel for providing assistance to country-level activities in the Europe region. The immediate objective is to meet the pressing needs of the countries in Central and Eastern Europe. Longer-range objectives are to develop comprehensive population policies and programmes and to institutionalize population activities at the country level.

104. Maternal and child health and family planning. Building on the PAPCHILD initiative, a major goal in the Arab States region will be to assist Governments in planning for MCH/FP services by institutionalizing a management information and logistics system for these services. In the Europe region as well, routine family planning indicators must be collected and an MIS established if Governments are to develop an effective family planning service network. Support information and communication activities are often a weak link in family planning programmes. The Fund proposes, therefore, to provide assistance to strengthen family planning counselling activities in both the Arab States and Europe regions. In Europe, there is a special need for counselling in adolescent reproductive health as well as for specialized training in service delivery.

105. Information, education and communication. With the increasing awareness and use of MCH/FP services in the Arab States region, there is a need to improve the relevance and effectiveness of family planning messages through audience research. Similarly, given the extremely limited use and availability of family planning services in Central and Eastern Europe in the past several decades, UNFPA will launch an extensive information campaign to help popularize family planning services. The Fund will also organize regional workshops to develop sex education programmes for schools in Central and Eastern Europe with the aim of reducing adolescent fertility.

106. UNFPA will also endeavour to develop and disseminate information materials on population and related issues in an effort to promote awareness of the importance of such issues in the Arab States region. The Fund will, moreover, encourage socio-cultural research in order to gain a better understanding of how social and cultural factors affect people's attitudes towards smaller families, the role and status of women in society and the decision-making process at the household level. This information will in turn be used to design more effective and responsive population activities, including family planning programmes.

107. Basic data collection and analysis. Accurate and adequate data collection and analysis are fundamental to the formulation of population policies and essential for Governments of the region when considering the interrelationships between population and development and the significance of population issues for sectoral planning and development. To this end, UNFPA will endeavour to extend, in collaboration with AGFUND and UNICEF, its support to the PAPCHILD surveys to cover all Arab countries. In Central and Eastern Europe, the Fund will support the collection of comparable demographic data between the countries of the region, and the study of population policies and how effectively they are integrated into social and economic planning. In addition, UNFPA will assist these countries in achieving international levels of proficiency in demographic analysis techniques. The Fund further proposes to continue its support for research on the impact of an ageing population on the economy, a serious concern in Central and Eastern Europe.

108. Population research and policy development. Programme implementation in the Arab States region, where religious beliefs, tradition and cultural identity weigh heavily on social and family roles, depends on the active and positive participation of religious authorities. The Fund will strengthen the International Centre for Population and Research at Al-Azhar University, in Cairo, Egypt, the oldest and most venerable Muslim university in the world, to enable it to continue its research and advocacy role in promoting family planning from a religious point of view. UNFPA also proposes to promote population policy analysis and population integration into development planning, in collaboration with the League of Arab States, and in Europe, through the Economic Commission for Europe.

109. Women, population and development. Another goal of the Arab States and Europe regional programme is to help improve the status of women in society. Upgrading the management skills of women in the Arab States will be addressed through regional training courses, which will be reinforced by national training activities. The development of national databases on women in the Arab States and Europe regions will be encouraged through regional seminars and training activities.

C. Coordination, monitoring and evaluation

110. UNFPA's proposed intercountry programme is planned and will be implemented with the full cooperation of a number of participating agencies including the World Bank and such United Nations agencies as UNICEF, the ILO, FAO, WHO and UNESCO. The programme will also seek to increase the involvement of both international and national NGOs in the implementation of the programme. Matters of mutual importance to JCGP members will be coordinated with the relevant members.

111. The design of each project will ensure that required monitoring and evaluation activities are adequately incorporated in the projects and necessary budgets provided for. Regular annual reviews will be undertaken through established mechanisms for monitoring, including annual reviews and field visits. In-depth evaluation will be built into the plan of project activities, and the findings of such evaluations will be primary considerations in the reformulation and assessment of project/programme implementation. As in the past, evaluations will be carried out in accordance with an approved programme of work. In the proposed programme, however, greater attention will be given to regional evaluations of the intercountry activities executed through such agencies as the United Nations, WHO, FAO, and the ILO. The Fund will also provide for evaluations of specific activities such as training programmes in management carried out by NGOs and projects on local contraceptive production. All efforts will be made to see that the results of monitoring and evaluation activities are immediately fed back to project managers so that they can make appropriate adjustments in programmes and policies, as well as to ensure greater coordination and complementarity among the project activities supported as part of the intercountry programme.

III. FINANCIAL SUMMARY

112. As indicated in paragraph 44 of section II, an intercountry programme of $178.0 million from UNFPA regular resources is being proposed for the period 1992-1995. Of this amount, $111.6 million is designated for interregional activities and $66.4 million is designated for the four regional programmes. As in the past, the sub-Saharan Africa region accounts for the highest share (39 per cent) of the total amount designated for regional programmes. This is an indication of the magnitude of the region's total development needs and the fact that almost all the countries in the region have adopted population policies and plans and require assistance for their successful implementation. It also reflects the Governing Council's emphasis on the need to continue to increase support, in both volume and percentage terms, to this region (decision 89/46 A, 9), where the majority of UNFPA priority countries are located. The breakdown of the intercountry programme is shown in table 1.

TABLE 1. THE UNFPA INTERCOUNTRY PROGRAMME 1992-1995

Programme	1992-1995 ($US millions)	
Interregional programme	111.6	111.6
Regional programmes		
Sub-Saharan Africa	25.9	
Asia and the Pacific	16.0	
Latin America and the Caribbean	13.8	
Arab States and Europe	10.7	
Regional subtotal	66.4	66.4
Total		178.0

113. As indicated in paragraphs 5 and 6 of this report, the 1988-1991 intercountry programme exceeded the $182.2 million approved by the Governing Council by $16.4 million, resulting in a total programme of $198.6 million. Although the proposed programme of $178.0 million is considerably less than the current programme, it should be noted that the amount proposed for the four regional programmes has decreased from $104.5 million to $66.4 million while that for the interregional programme has increased from $94.1 million to $111.6 million. The decrease for the regional programmes is due primarily to the fact that the considerable cost of regional advisory services, which is included in the current programme, is not included in the proposed programme. Rather, it is part of the Technical Support Services (TSS) arrangement proposed by UNFPA in document DP/1991/35. The proposed TSS arrangement, however, has less of an impact on the overall resources of the interregional programme, since such advisory services make up a smaller proportion of the programme's resources compared to the regional programmes. For example, of the $94.1 million of the current programme, advisory support services account for only $20 million. The actual amount of the 1988-1991 interregional programme going to programme activities therefore is $74.1 million. The comparable figure in the proposed programme is $111.6 million. While this difference may seem quite considerable, it is not unreasonable in view of the following observations.

114. First, were the current programme to continue at its present levels -- i.e., taking the 1991 expenditure figure of $19 million as the base figure and assuming a 6.5 per cent inflation rate and a constant value of the US dollar -- the 1992-1995 budget for the interregional programme in real terms would amount to $95 million. Therefore, the difference between the two programmes would be approximately $16 million in real terms for the four-year period.

TABLE 2. THE UNFPA INTERCOUNTRY PROGRAMME BY PROGRAMME AREA
1992-1995
($US millions)

	Programme areas						
Programmes	FP/MCH	IEC	Basic data collection	Pop research and policy dev.	Special programmes	Programme reserve	Total
Interregional	43.5	17.7	7.2	28.6	10.2	4.4	111.6
Regional							
Africa	6.1	5.8	7.2	5.5	0.5	0.8	25.9
Asia/Pacific	5.9	4.2	0.6	3.4	0.9	1.0	16.0
Latin America/ Caribbean	4.4	2.9	0.8	3.1	1.2	1.4	13.8
Arab States/ Europe	1.8	1.8	2.8	2.8	1.5	-	10.7
Subtotal	18.2	14.7	11.4	14.8	4.1	3.2	66.4
Grand total	61.7	32.4	18.6	43.4	14.3	7.6	178.0

Source: UNFPA.

115. Second, an examination of the proposed budget as shown in table 2 reveals that the highest proportion of the interregional budget, $43.5 million (approximately 39.0 per cent), is for activities in the family planning sector. This emphasis on family planning is due primarily to the increase in the number of national family planning

activities and to Governments' spiralling requests for the systematic provision of the latest technical and managerial expertise required for developing and implementing comprehensive and sophisticated programmes to deliver high quality family planning services. The additional resources will therefore provide for increased support to conduct contraceptive research, introduce and adapt new contraceptives and initiate new approaches to family planning service delivery, including ways to improve logistics systems, quality of care and managerial and supervisory services. The amount proposed to continue contraceptive research through the WHO/HRP programme is $14 million. The other activities will be implemented by WHO, IPPF, The Population Council, the International Committee for Contraceptive Research, PATH/PIACT, JOICFP and others.

116. Third, population research and training accounts for the second highest amount, $28.6 million (25.6 per cent). These activities are designed to strengthen institution building and develop human resources at the regional and national levels. A considerable portion of this amount is earmarked for the Global Programme of Training in Population and Development, which has been expanded from $8.4 million to $14 million in order to respond to increased requests for this type of training. Included in this sector is also approximately $2 million to respond to the increased attention UNFPA is giving to the environmental aspects of population programmes. Similar to the current programme, IEC accounts for the third largest portion, at $17.7 million (15.9 per cent). The increase in this sector will go towards strengthening IEC activities, research, training in IEC management and special programmes for youth. The proposed programmes to enhance the role and status of women are included in the category for special programmes, accounting for $10.2 million (9.1 per cent). The budget for this sector reflects UNFPA's continued commitment to improving the situation of women, based on the recognition of the fact that efforts in this regard will facilitate and enhance the acceptability of family planning initiatives and the increased participation of women in different aspects of the programme.

117. It should be noted that $4.4 million (3.9 per cent) of the requested funds have been designated as programme reserve. The existence of such resources will be required in order to accommodate unforeseen needs that are likely to arise over the next four years in the context either of proposed activities or of new initiatives requiring rather small budgets and often implemented by NGOs.

IV. RECOMMENDATIONS

118. The Executive Director recommends that the Governing Council:

(a) Approve the assistance to intercountry activities in the amount of $178.0 million for the four-year period 1992-1995;

(b) Authorize the Executive Director to commit the amount of $178.0 million from UNFPA regular resources;

(c) Authorize the Executive Director to make appropriate arrangements with the executing agencies;

(d) Further authorize the Executive Director to commit amounts not currently programmed in keeping with the principles and priorities for intercountry programming as delineated in section II of this report.